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ALBERTA COMMUNITY COLLEGES : TEN YEARS IN REVIEW

by

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A THESIS

SUBMITTED TO THE FACULTY OF GRADUATE STUDIES AND

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MASTER OF EDUCATION

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ABSTRACT

The purpose of this study was to provide a document that deals with the history, development, growth, changes in curriculum, changes in administration and changes in educational philosophy and objectives of Alberta community colleges over a ten year period 1971 to 1981. The objectives were:

1. to provide a historical document concerning the history, development and growth of the Alberta public community college system for the period 1971 to 1981, and
2. to examine the changes in educational curriculum, administration and objectives and philosophy for the period 1971 to 1981 in the Alberta public community college system.

The data for the study were obtained by reviewing books, pamphlets and published studies; conducting interviews, asking questions and studying historical acts and documents. The lack of published material necessitated interviewing and questioning college administrators to substantiate the research findings.

The objectives of the study have been met by:

1. providing a general history of public community colleges prior to 1971,

2. providing a general history of public community colleges for the period 1971 to 1981,
3. discussing developmental directions and growth patterns briefly for the period prior to 1971 and then for the period 1971 to 1981.
4. substantiating of this study by providing a questionaire answered during the interviews with college administrators, and
5. describing and documenting major changes in curriculum, administration and educational philosophy and objectives within the public community colleges of Alberta during the period 1971 to 1981.
6. providing photographic plate section to show that growth did in fact occur at Red Deer College, a typical Alberta public community college, during the period 1971 to 1981.

On the basis of the study's findings, the following conclusions were drawn:

1. Little has been done in terms of organized, system wide research regarding Alberta's public community colleges.

2. Alberta's public community college system is flexible and efficient in meeting student and societal demands.
3. Virtually no long range planning has been done until recently (the year 1976) within Alberta's public community college system.
4. Predictions concerning the growth and development of the system during the period 1971 to 1981 have been inaccurate.
5. The period 1971 to 1981 was the most significant period of growth and development to date for the public community colleges of Alberta.
6. The ten year period 1981 to 1991 appears to hold more development and growth, particularly in industrial and vocational education, for Alberta's public community college system.

ACKNOWLEDGEMENT

The writer wishes to express his indebtedness to many people whose co-operation and assistance contributed to this study. Recognition is due in particular to my supervisor, Dr. D. R. Young, for his encouragement, patience and helpful criticism; and to other members of the committee, Dr. K. Puffer and Dr. K. Ward for their advice, comments and suggestions.

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Chapter 1

INTRODUCTION

Public community colleges may follow one of two directions in the near future: assimilation into the university system as it is presently known with separate bureaus for community education and business-vocational education, or become a new educational system--a free, nonprofessional-professional college closely related to the community of which it is to be a part.

Alberta public community colleges have been part of the educational framework for seventy-one years. During this time objectives, curriculum and administration have changed directions many times. This was due to changing educational philosophies, new administrators, changing student needs, new programs made available, and financing available to Alberta's public community colleges.

Statement of Problem

The period 1971 to 1981 was filled with many developments within Alberta's public community colleges. Enrollments increased, college campuses expanded, curriculum was revised and objectives and philosophy changed, to mention a few. During the period 1971 to 1981,

Alberta's public community colleges became educational institutions offering many levels of courses to students.

A historical review describing Alberta public community colleges and their development over the past ten years does not exist at the present time. Papers and studies do exist that are concerned with community colleges in part or specific areas dealing with very short periods of time. An example of this type of study is The Medicine Hat College Community Service Program by R. Gawreluck written in 1971. The Gawreluck study dealt primarily with community service programs and their relationship with Medicine Hat College.

There is not complete historical documentation about the development of Alberta's public community colleges or Alberta's public community college system at present. There may be many reasons why such a document does not exist, but two very important reasons are: a) development and expansion of community colleges in Alberta have been very rapid over the last ten years and b) objectives, curriculum and administration within the public community colleges in Alberta have changed directions many times.

There exists today a number of small studies and papers dealing with various parts and areas of Alberta's

community colleges within small time periods. These papers and studies, even if they are taken together as one large document, fail to give a complete picture of the Alberta public community college system over the period 1971 to 1981.

Objectives of the Study

The most important objectives of this study were:

1. to provide a historical document concerning the history, development and growth of the Alberta public community college system for the period 1971 to 1981; and
2. to examine the changes in educational curriculum, administration and objectives and philosophy for the period 1971 to 1981 in the Alberta public community college system.

Need for this Study

This study is needed because there has not been an attempt to effectively document the history, development, changes in objectives, curriculum, administration, and philosophy over the past ten years for the Alberta system of public community colleges.

Any large organization, whether business or educationally orientated, should document its progress, successes, failures, growths, expansion, relationship to clientele, staff changes and size of its physical plant at regular intervals. These intervals may be one year, two years, five years or ten years depending on the type of organization. The benefits realized from this sort of exercise in research are many to the organization doing it. One very important benefit realized is the identification of the relationship between the passage of time and the growth realized by the organization. However, the public community college system of Alberta has not had the benefit of a document that deals with the history, development, growth changes in educational objectives, curriculum and administration; and changes and philosophy over ten years.

The small studies and papers dealing with parts of Alberta's public community colleges, even if they are taken together as one large study, do not give a complete picture of the Alberta public community college system over the period 1971 to 1981. An example of this type of study is The Medicine Hat College Community Service Program by R. Gawreluck written in 1972.

The public community college system of Alberta needs

a new study of this type to assist in a complete understanding of the significance of the development process it has just passed through. The time 1971 to 1981 has been a period of rapid development for the public community colleges of Alberta. Therefore, a logical step is a historical document concerning this period of development and other topics mentioned earlier in this proposal.

Definition of Terms

The following terms will appear throughout this study. A list of these terms with their corresponding definitions is provided for the convenience of the reader. The definitions of the following terms are writer definitions based on all bibliography readings.

Definitions and Terms

Public Community College and/or Junior College - a type of educational institution, usually co-educational, post-high school and pre-university, providing all types of industrial, business, vocational, and community orientated courses; government supported or privately supported (in Alberta), may be religious or non-religious. In this study the term community college refers to the public community college. (Canadian Community College Programs, 1979 - 1980, p. 8;

Gawreluck, 1972, p. 6; Monroe, 1972, p.72).

Long Range Planning - a sort of highly organized predicting of the future used by business and industry as well as departments of education. It involves thinking at a high level, studying history and possibly using high technology such as computers (Worth, 1971, p. 17; Canadian Community College Programs, 1979 - 1980, p. 11; Dennison, 1975, p.104).

The Worth Report - a document written and published in 1971 by the Worth Commission under the direction of Dr. Walter Worth. It was formally titled Interim Proposals, Post Secondary Education Task Force but is also known by the titles Worth Report and A Choice of Futures, A Future of Choices. All three titles have assumed equal importance in discussions concerning educational objectives and philosophy. In this study, any of the three titles refers to this document. The Worth Report was considered to be a very contemporary approach to suggesting directions for every sector of education in Alberta.

Master Plan Number One - a document written and published in 1971 by the Alberta Colleges Commission under the direction of R. A. Bosetti. This document was considered a

very academic approach to solving many of the problems and issues facing the public community college system, institutes of technology and other educational institutions of Alberta. The main objective of this document was a discussion of "system integration--coordination--growth" (Bosetti, 1972, p.1) in relation to the public community colleges of Alberta.

Chapter 2

REVIEW OF RELATED LITERATURE AND METHODOLOGY OF STUDY

Review of Related Literature

The purpose of this section is to present a review of the literature which discusses major changes in objectives, curriculum, administration and philosophy for the period 1971 to 1981 in the Alberta public community college system. Literature that deals with the history, development and growth of the Alberta public community college system for the period 1971 to 1981 will also be reviewed.

Objectives, curriculum, administration and philosophy are now major concerns of all public community colleges in Alberta. However, due to the rapid development and growth of Alberta public community colleges, literature concerning objectives, curriculum, administration and educational philosophy is fragmentary and disorganized at best. Two studies do exist that will be used as reference material for this study. They are The Medicine Hat College Community Service Program by R. Gawreluck written in 1972 and Interim Proposals, Post Secondary Education Task Force by the Worth Commission written in 1971.

These studies deal at least in part with objectives, curriculum, administration and philosophy for the public community colleges of Alberta. The Gawreluck

study deals primarily with community service programs and their relationship with Medicine Hat College. Gawreluck examines whether or not specific needs of given types of businesses in the Medicine Hat Community were being met by Medicine Hat College and the level of support available to the college from outside sources. He also deals with objectives, curriculum, administration and philosophy of Medicine Hat College. Objectives, curriculum, administration and philosophy are also discussed by the Worth Commission in their study but again only in conjunction with many other topics of concern to general education and particularly advanced education. However, when speaking of the then relatively new concept of community colleges, objectives, curriculum, administration and philosophy are discussed very specifically. Many references are given and discussed (mostly from Eastern Canada and the United States of America) thereby creating a workable foundation that community colleges could build on. The Worth Report, as it came to be known, became the document of the time in terms of planning for the public community colleges of Alberta.

The primary issue discussed by the Gawreluck study and the Worth Report is the issue of organization of the community college system. This is discussed in terms of objectives, curriculum, administration and philosophy with regard to the Alberta public community colleges. Both

studies imply, and in some areas actually state, that without a workable system of clearly defined objectives, a clear and workable curriculum, a flexible, professional administration and a clearly stated philosophy the public community colleges of Alberta will not meet the educational needs of the society they serve. (Gawreluck, 1972, p. 9; Worth, 1972, p. 58).

These studies are important to public community college development in Alberta, because the concerns discussed in them with regard to objectives, curriculum, administration and philosophy have largely been met and resolved. Studies seen as the Gawreluck study and the Worth Report laid the groundwork that helped the public community colleges of Alberta reach their present level of refinement in terms of objectives, curriculum, administration and philosophy.

Much research data exists concerning all phases of education in the Province of Alberta. However, public community colleges are one of the newest developments in the field of education in Alberta and, as a result, research data concerning community colleges tends to be disorganized, judging by the lack of papers, journal articles and books available. Thus, research data that deals with growth patterns, history, working systems of teaching, instructor qualifications, student backgrounds, physical plant or in

fact any specific area of Alberta's community colleges is difficult to obtain.

One American source of college information is Profile of the Community College written by C. Monroe in 1972. His book deals with historical evolution, objectives and functions, curriculum development, transfer programs, general education and other topics that are important to an understanding of community colleges. Important concepts such as growth patterns, long range planning and needs of community colleges are dealt with in Monroe's book in a factual manner. This book allows the researcher concerned with Alberta's community colleges to inquire into similar topics and their importance in the Alberta system.

Four writers that were used as references in this study were Community Colleges of Tennessee by Nicks written in 1979, The California Community Colleges by Brossman and Roberts written in 1973, The Impact of Community Colleges by Dennison, Turner, Jones and Forrester written in 1975, and Community and Education in Two New Towns by Buchanan written in 1974. These books again gives the researcher background in order to effectively do similar research in the Alberta system of community colleges.

In studies currently available in the field of

community colleges in Alberta, very few if any, deal with major changes in objectives, curriculum, administration and philosophy over the past ten years. Few deal with the history of the Alberta system. Virtually none deal with topics such as growth patterns, working systems of teaching, instructor qualifications, student backgrounds, physical plant or specific instructional areas of current community colleges.

In this study these concerns were explored.

Methodology of Study

The study was conducted in two parts. Part one of the study will be concerned with the history, development and growth of the public community college system over the time period 1971 to 1981. Part one will be conducted by collecting information from any books dealing with the development of the Alberta community college system and papers and studies available that in any way deal with growth patterns pertaining to the Alberta system of community colleges.

Part one also included interviews with four college planning and development offices located in four Alberta community colleges. This will be done with the aim of

collecting current information on the history, development and growth of the four community colleges. This information can hopefully be expanded by other researchers to include all community colleges in the Province of Alberta. Specifically, this history included factors leading up to the initiation of a public community college system in the Province of Alberta, the expansion of the system over ten years and the state of public community colleges in Alberta in 1981. Development included the various directions taken by Alberta's community colleges in ten years, the emphases in programs in general terms over ten years and the development of Alberta's community colleges as of 1981. Growth included the kind of growth that has taken place over ten years in the Alberta college system and a comparison of student population growth with physical plant growth over the period 1971 to 1981.

Part two was concerned with documenting major changes in objectives, curriculum, administration and philosophy in community colleges in Alberta over the past ten years, 1971 to 1981. This stage of the study was conducted by collecting information from copies of available handbooks concerned with objectives, curriculum, administration and philosophy from the Department of Advanced Education and Manpower for the period 1971 to 1981. Part two also included

photographs of a representative community college in Alberta showing changes in physical plant over the period 1971 to 1981. Furthermore, stage two included an examination of objectives, curriculum, administration and philosophy over the ten year period 1971 to 1981 based on studies written during the ten year period that this study is concerned with. Part two also included the final conclusions and observations of this study.

Chapter 3

HISTORY, DEVELOPMENT AND GROWTH OF THE ALBERTA COMMUNITY COLLEGE SYSTEM 1971 to 1981

HISTORY

During the period 1971 to 1981, six public community colleges existed in the Province of Alberta. They were Medicine Hat College, Medicine Hat, Alberta; Lethbridge Community College, Lethbridge, Alberta; Mount Royal College, Calgary, Alberta; Red Deer College, Red Deer, Alberta; Grant McEwan Community College, Edmonton, Alberta; and Grande Prairie Regional College, Grande Prairie, Alberta. All of these colleges except Lethbridge College and Mount Royal College were newly established during the last 20 years. The largest colleges presently have enrollments in the thousands. Financing is largely from the provincial government, through the Department of Advanced Education and Manpower on a per student basis through capital and operating grants supplemented by modest student fees. Approval for maintaining, deleting or offering new programs is required from the Province of Alberta and the governing boards of the individual colleges.

Three agricultural/vocational colleges were in existence in Alberta as well prior to 1977. They were Fairview College, Fairview, Alberta; Vermillion College,

Vermillion, Alberta; and Olds College, Olds, Alberta. In 1977 these institutions became Alberta public community colleges and were administered by the Alberta Government Institutional Administration Services Division of the Department of Advanced Education and Manpower. Fairview College and Olds College are established colleges whereas Vermillion College is a relatively new college. In 1977 two new public community colleges were established in Alberta. They were Keyano College and Lakeland College. These colleges are again administered by the same government department as Fairview College, Olds College and Vermillion College.

This study is concerned with the first six colleges mentioned namely Medicine Hat College, Lethbridge Community College, Mount Royal College, Red Deer College, Grant McEwan Community College and Grande Prairie Regional College. The other colleges, although being colleges in every sense, are provincially administered institutions. The first six colleges have been administered since 1971 by the Colleges and Universities Services Division of the Department of Advanced Education and Manpower.

The Alberta Colleges Act, passed by the Alberta Legislature in 1969, removed the word "junior" in college names. Therefore the word "junior" will not be used in this study. This act also established the Provincial Colleges Commission to govern Alberta public colleges. (Tingley, 1970,

p. 44). During the period 1971 to 1981 the six public colleges were governed by the Department of Advanced Education and Manpower and its Colleges and Universities Services Division.

HISTORY OF PUBLIC COMMUNITY COLLEGES PRIOR TO 1971

This study is not concerned with a time period beyond the period 1971 to 1981 with regard to Alberta's public community colleges. However, information regarding the history of Alberta's community colleges prior to 1971 may be useful.

Mount Royal College

Alberta is one of the first provinces to promote public colleges in affiliation with its provincial university. Alberta has been in the forefront of college development in Canada. Mount Royal College which had been founded in 1910 in Calgary, as a United Church College, is the pioneer school in Alberta to operate as a college in affiliation with the University of Alberta (Loken, 1966, p.3). The annually published school calendar provides information concerning the progress of the college.

As early as 1910 it received its charter from the legislature of the Province of Alberta. Early in 1911,

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Mount Royal College began with a registration of 154 students in its academic, commercial and music departments. In order to meet the demand for different programs and courses, its original charter has been amended twice--in 1944 and 1950.

In 1931, led by Dr. Kerby and the Board of Governors, a university department was begun with arts and science courses. By 1944 engineering courses were added. In 1956, the Business Administration Department was begun.

As enrollments increased, Mount Royal College expanded. The Kerby Memorial Building and the G. D. Stanley Gymnasium were completed in 1949. In 1957, a wing was added to the Kerby Memorial Building. In 1961, the Kerby Memorial Building was remodelled and a new wing added. During fifty years, Mount Royal College has grown from a small parochial school into a widely known college.

Lethbridge Community College

Lethbridge Community College opened in 1957 under the provisions of the Public Junior College Act. The calendars of this college provide developmental information. It began in the Lethbridge Collegiate Institute which had added eighteen more rooms in 1956. In 1962 a new site of 70 acres was provided by the city and a college building costing $1,500,000 was started. University and business education courses commenced here in September, 1963. By

1963 support for Lethbridge Community College had grown to the point where the college was supported by seventeen school districts, divisions or counties in southern Alberta.

In affiliation with the University of Alberta, Lethbridge Community College offered and still offers the first year programs leading to certification and degrees in the faculties of arts, science, dentistry, medicine, law, education, agriculture, veterinary science, commerce, nursing and household economics.

It also offered and still offers many programs of terminal nature--business education, automotives, radio and television, appliance repair, sheet metal, electricity, food services and welding. In certain fields, apprenticeship programs and courses for transfer to the institutes of technology are given. An evening program provides university, matriculation, technical, commercial and general courses designed to meet the needs of those who are unable to attend during the day.

Medicine Hat College

The success of Lethbridge Community College had encouraged other centres in Alberta to press for community colleges, then known as junior colleges--notably Red Deer, Grande Prairie, Edmonton and Medicine Hat. A survey carried

out in the Medicine Hat area in 1962 indicated that there would be 128 students planning to attend university by the fall of the same year, of whom 43 could be accommodated within the college. By 1965 the figures would be 195 and 58 respectively and by 1968 they would reach 231 and 93.

Although the Medicine Hat survey was certainly not as encouraging as the results had been in Lethbridge, the local authorities urged the establishment of a college by 1965. The situation was somewhat complicated by the fact that the Hillcrest Bible College in that city would also offer first year university courses in affiliation with the University of Alberta.

Red Deer College

Red Deer also carried out a survey and planned to open a college in that city by the fall of 1964. They had secured approval in principal for such a step from the Board of Governors, subject to Red Deer meeting the requirements for affiliation prescribed by General Faculty Council. Prospects for success were good because they had the support of the Red Deer Public School District No. 104, Red Deer Separate School District No. 17, the County of Red Deer No. 23, the County of Lacombe No. 14, the County of Mountain View, No. 17 and the County of Ponoka No. 3 with a

total population then of nearly 190,000 a school population of nearly 20,000 with over 1,000 in Grade 12 in June of 1963. Red Deer estimated an initial enrollment of over 70 students and hoped to begin operations in the Lindsay Thurber Composite High School until they had their own buildings and staff. From these small beginnings, Red Deer Community College by 1971 served Red Deer and surrounding communities and had moved towards community college orientation. It had a full time academic staff of 88 and an enrollment of over 1,000 full and part time students. A variety of programs were offered such as university transfer programs, certificate programs and general academic upgrading during the evening and day.

Grande Prairie Regional College

Grande Prairie Regional College followed the survey process and, with extensive local backing and encouragement, was opened in 1966 with less than 100 students. The college began operations in a local junior high school. From this beginning, Grande Prairie Regional College grew by 1971 to be a multi-campus facility, whose major campus was and is located in the city of Grande Prairie. This institution functioned as a regionally orientated community college

serving the northern part of Alberta generally and northwest Alberta in particular. The college in 1971 had a fulltime academic and administrative staff of 83 and an enrollment of approximately 750 full time students. A variety of programs--university transfer, diploma, certificate, upgrading and industrial education were offered both day and evening.

Grant McEwan Community College

Grant McEwan Community College, established in 1970 was the newest college to come into being prior to 1971. This was the one college of the six community colleges in Alberta to not follow the survey and justification process established by Lethbridge Community College. This was due to the fact that initially this college did not lean towards university transfer courses but began life as a full fledged and functioning community college. The government and governing boards of the other five colleges watched the progress of Grant MacEwan Community College with interest as a result of this. The success of this college by 1971 resulted in the change in orientation of the other five colleges towards rather than away from community orientation.

HISTORY 1971 TO 1981 COMMUNITY COLLEGES

The main historical concern of this study will be the time period 1971 to 1981 inclusive. This time period

was chosen because more development and growth occured then than in any other segment of college history. During this time Alberta public colleges became community colleges orientated towards assisting students in completing programs. However, as with any public institution, the period 1971 to 1981 was characterized by negative as well as positive elements.

The public community colleges of Alberta have been described as the fastest growing institution in the field of post secondary education (Olson, 1972 p. 17). Students of every type of background, ability level, and cultural heritage are being admitted to the public community colleges. Prior to 1971, colleges in Alberta offered the first year of university programs. Upon completion of one year in college transfer programs, a student could then transfer to the University of Alberta for the remainder of the program. In 1971, colleges applied for permission to offer the second year of programs on a transfer basis from the University of Alberta. Transfer program ties were also strengthened with many American universities and thus improving the prestige of Alberta colleges.

In 1971 the demise of the Social Credit Government that had governed the Province of Alberta for 36 years occurred. (Small, 1972, p. 170). The advent of the conservative political era also signalled the creation of

the Department of Advanced Education.

The Department of Advanced Education had among its functions in 1971 the responsiblity of acting as a monitoring agency to the Alberta Colleges Commission. At this point the Alberta College Commission began to evaluate its role as an agency for controlling and administering the colleges of Alberta. The Alberta Colleges Commission was discussed in detail in a study completed by J. M. Small in 1972, titled College Coordination in Alberta--System Development and Appraisal which discussed the role of the Alberta Colleges Commission and its effectiveness.

Small found that the commission was effective until 1971 in coordinating the public college system and producing the college master plan (Small, 1972, p. 170). This was done through regular standing committees and active staff liaison with the colleges (Small, 1972, p. 77). This work was the result of sound and supportive relations between the commission and the public college system (Small, 1972, p. 177).

Unfortunately, the Alberta Colleges Commission also had its problems. Small points out that after 1970, due to deficiencies in legislative power and responsibilities undertaken by the Department of Advanced Education, the commission was somewhat ineffective in coordinating the non-university system. This was due in part to very

irregular contact with other government agencies such as the Universities Commission and provincially owned institutions such as Olds Agriculture College. The Commission was also continually frustrated over the allocations of money to technical, vocational and academic programs by the provincial government as well as the University of Alberta's domination of transfer programs. The Alberta Colleges Commission appeared to have failed where their legislature powers were weak (Small, 1972, p. 180).

The commission would continue until the end of 1971 under conditions that existed in 1969. Through legislature amendments and establishment of the Department of Advanced Education and Manpower, the Conservative Government discontinued the Alberta Colleges Commission by the end of 1971. (Small, p. 181).

The period 1971 to 1981 for the community colleges of Alberta was a period of dynamic interaction between college staff, teachers and boards, government, students and public. The positive highlights of the period being studied were the following: (1) a change of approach in government in 1971, (2) vast expansion of facilities starting in 1971, (3) new community orientations with regard to courses offered and programming, (4) a new type of dedicated instructor, staff person and board member coming forward to administer and contribute to colleges, (5)

increased participation in transfer programs by American universities, (6) increased enrollments by students in college and (7) finally, increased competition for students and resources by the province's private and rural colleges.

The negative highlights, of the period 1971 to 1981 for Alberta's public community colleges were (1) documented inadequacies of the Alberta Colleges Commission in administering the community colleges (Small, p. 181); (2) the interference factor, which is interference in the teaching function by the research function; in the Alberta public community colleges introduced by the Department of Advanced Education and Manpower (Olson, p. 99); (3) the lack of long range planning, except by the Worth Report; published in 1972 and the Master Plan Number One for Community Colleges; (4) the resistance to clear affiliation except on a transfer basis by the University of Alberta with Alberta's colleges. (Small, p. 100); (5) the dissatisfaction of all institutions involved in transfer programs; especially by those involved with the College Committee and the General Faculty Council in college program control, (Small, p. 99); (6) the lack of institutional research and content research at the college level, (Olson, p. 98); (7) the lack of decision dealing with curriculum and administration, (Small, p. 199); (8) the lack of necessary funding; (9) the college board's attitude in the areas of college autonomy, staff relations

and collective bargaining, (10) the problems of running a system that was not fully developed; and (11) the lack of communication between and within colleges was also, and probably still is, a problem within colleges. (Olson, p. 100).

The period of concern in this study has been described by educators as the Alberta college system's "rites by fire". Through this ten year period many directions were explored, philosophies were discussed and proposals for education, particularly post-secondary education, were written and published. What had resulted by 1981 was a college system that was truly a community orientated college system.

By 1981 virtually all age groups in Alberta were represented in some educational endeavour at one or more community colleges. The six community colleges of Alberta had mutually agreed to an "open door" policy of admissions for students. The number of student instructor ratio had been reduced, thereby either improving the quality of education or at least improving the group learning experience for many students. Colleges were beginning to be involved in virtually every sphere of education, even ministering to immates of prisons who wished upgrading to become employable after release.

STATUS OF PUBLIC COMMUNITY COLLEGES 1981

The status of public community colleges as of 1981 as discussed in a previous section, is as an institution that provides many levels of courses to students. The direction Alberta's six community colleges are taking is involvement with several new areas of Alberta community life and education.

While there are citizens and educators who object to this position claiming that such an institution can eventually control the thinking of members of a community, the majority of Alberta's citizens appear to think that the opposite is true. This is shown by the ever increasing numbers of new students that present themselves at the portals of community colleges every term.

OVERALL DEVELOPMENT 1971-1981

Development of Alberta's six community colleges during the period 1971 to 1981 can be closely related to the Worth Report. It was completed in 1972, and came to be known as the document of the times. In terms of implications for the field of education in Alberta and specifically, post-secondary education. It was titled A Future of Choices--A Choice of Futures by the Commission on Educational Planning

and directed by Dr. Walter Worth (henceforth called the Worth Report). A second published work, Master Plan Number One, by R. A. Bosetti, Director of Planning and Research, Alberta Colleges Commission, was also instrumental, though much less well known than the Worth Report, in the overall development of Alberta's community colleges.

The Worth Report and Master Plan Number One appeared to be realistic attempts to apply institutional research models to education. There are many differing opinions on how successful they were. The Minister of Education for the Province of Alberta said in November, 1972, before the assembled legislature that the Worth Report was "... a mishmash of catch phrases and piecemeal conglomeration of educational management ideas..."

This comment was, of course, immediately echoed by several others from the public service and private sectors of the economy. Comment was never as excited concerning Master Plan Number One, but only because it was not as well known nor heralded with as much fanfare of the Worth Report. Even so, these two documents did start a process of reevaluation and eventual restructuring of the Alberta public college system.

One of the results of the two above mentioned studies was the publishing of several smaller more detailed private studies concerned with community colleges. Three of these

were The Medicine Hat College Community Service Program by R. S. Gawreluck published in 1972, College Coordination in Alberta by J. M. Small published in 1972 and College Research and Alberta's Public Community Colleges by R. M. Olson published in 1972. These studies were unique because their purpose was to comment on aspects of community college development. The public colleges of Alberta continued to find limited favor with researchers in education until the present.

DEVELOPMENTAL DIRECTIONS OF COLLEGES 1971-1981

The reactions to the Worth Report and Master Plan Number One, as well as to several private studies, by the Conservative Government then in power in Alberta and its attendant Department of Advanced Education was to resist quick and definite change for the public colleges of Alberta. This was a strange reaction since it was that government's funding that was used totally for the Worth Report and Master Plan Number One. However, changes did slowly occur within the public college system.

The Worth Report first of all, helped the public colleges to become community orientated colleges. Grant McEwan Community College was the first public college in Alberta to be so designated as an experimental situation.

Two years of developmental work had been completed to create Grant McEwan Community College. Within one year after the publication of the Worth Report, the remaining five public colleges in Alberta became orientated to community needs as a general philosophy of operation. As a result of the Worth Report, the six public colleges in Alberta became public community colleges. The Worth Report dealt specifically with this concept in a section entitled "Colleges", when it stated

> ... In the case of the community it means providing leadership service in the solution of special regional problems, and in the anticipation and direction of future events. Through such interaction which a much wider constituency each College also will establish it's own special identity of mission... (p. 55).

The Worth Report, through quotations such as the above, aided the change process for several years to come.

The work, Master Plan Number One, had a more ordered effect on the public colleges of Alberta. Master Plan Number One caused government and colleges to face current issues and trends such as population growth and institutional development. Prior to 1971 these trends and issues were not discussed in an organized way. Other subjects and their organization were discussed by Master Plan Number One, such as, system integration and coordination, needs dimensions, institutional roles and service parameters, program development and instruction, the force of numbers (enrollments), resource allocations and operating costs,

facilities analyses, and capital development, and special problems with regard to colleges and students and planning. The three that had far reaching effects concerning the development of colleges in Alberta were system integration and coordination, needs dimensions and planning. The other topics were important as well but not considered to have affected the whole public college system in the same way as these three.

The effects of the Worth Report, Master Plan Number One, and other studies and papers dealing with community colleges were many and varied. Probably the most significant effect was to establish directions of development for the community colleges. Development in a specific direction took place in virtually every area of college administration, education, student services and program development.

College administration procedures changed from a traditional pyramid structure to a system characterized by flows of communication in many directions. During the period 1971 to 1981, college administrators adopted a more liberal, management group concept especially in the areas of program development, staff and student affairs and overall college capital and operational planning. As a result of this approach, colleges became essentially more positive in their operating attitude and their dealings with bodies and

individuals outside the college walls. Prior to 1971, colleges were ot two philosophies; one was the "brick building" philosophy which allowed for the creation of a very traditional approach to education within the college structure and in its dealings with staff and students. The second was a "liberal enlightened" approach which was characterized by an "open door" approach in admitting students, an open communication policy between administration and staff and generally a positive developmental but short term planning policy.

Usually colleges of differing philosophies ignored each other, while colleges of similar philosophies formed alliances. It is not the function of this study to designate which public colleges were of one philosophy or the other but merely to draw attention to this problem. This information was not extracted from studies but was gained in informal interviews with current and former administrators of public colleges who have requested that confidentiality be maintained.

The point is, prior to 1971, the public colleges of Alberta were in rather a state of flux developmentally. There was little in the way of long range planning, new administration methods, student services, or program development. After 1971, the picture changed, partly because of reports written that included suggestions and demands for change by government appointed agencies and

mostly because the colleges had reached the stage where they were ready for change.

Change began to occur in a developmental sense with the change of government in Alberta. The newly elected conservative government in 1971 brought many new people to the forefront of education. Through the contributions to post secondary education by people such as J. Foster, Minster of Advanced Education; Dr. W. Worth and R. Bosetti, the community colleges began to change in philosophy, administration, student services and all the other areas that are of concern to the community colleges.

The incentive for development was present in the slow, but eventual acceptance of the recommendations of the Worth Report and Master Plan Number One by the newly elected conservative government in Alberta. With an acceptable constructive climate for change and development in the Alberta public colleges, the administration of the college's staff (both academic and non-academic), students, government leaders and the public began to produce input for change. The end result of this input created the college system in existence by the end of 1981.

Developments that occured between 1971 and 1981 were first of all, an overall orientation towards human values and community needs. This is not to say that traditional values, such as, training for a career and transfer programs

for university bound students, were discontinued. Rather, the concept of the college as an integral part of a community was made a part of college operating policy.

The actual role of the public community college was further clarified. Colleges became, finally student orientated teaching institutions rather than teaching--research institutions. Prior to 1971, colleges frequently appeared to change their operating philosophy. In a given year a college may be orientated towards teaching, the next year orientated towards experimentation and research by offering new programs or dealing with a new group of people as an experimental situation. Since 1971, colleges defined their role as teaching institutions above all with a distinct community orientation.

The public colleges of Alberta prior to 1971 used little in the way of long range planning and what was used was described by many in education as "fire fighting". That is, college planning and programming dealt with planning and programming problems as they occurred and solved them on a short term basis. After 1971, due to reports written on the subject, long range programming became considered necessary in Alberta public colleges. Unfortunately, long term planning in colleges was not used to a large extent until 1978-79 when the six public colleges of Alberta almost simultaneously created plans for the next five and ten years

respectively. The end of 1981 showed every public college in Alberta engaging in differing types of long range planning.

The last major development to occur between 1971 and 1981 in the public colleges of Alberta was the clarification and solving of the transfer problem between college programs and university programs. The end of 1981 saw colleges teaching the first two years of selected university programs to university bound students and the universities of Alberta receiving these students for the remaining two years of their programs. This problem had caused years of friction between the colleges and the universities. The result was a massive increase in enrollments at public colleges and a stabilization of enrollments at universities.

It is recognized that many other developments occurred in the period 1971 to 1981. It was felt that these developments described were most likely to endure into the 1980's.

The concept of continuous development was recognized early in the 1970's by the Alberta Colleges Commission and the Department of Advanced Education and Manpower. If any development of the period 1971 to 1981 could be considered important with regard to the public colleges of Alberta, this should be it. The end of 1981 showed that this concept was still in use in the public colleges of Alberta. The concept of continuous development shows every chance of lasting into the 1980's within the public colleges of Alberta.

GROWTH PATTERNS OF COLLEGES

1971-1981

The process of continuous growth was initiated early in the 1970's by the Alberta Colleges Commission and the Department of Advanced Education to move with the policy of continuous development. The process of continuous growth usually refers to physical plant and facilities with regard to the public colleges of Alberta.

Prior to 1971 the growth pattern of any Alberta public college was rather unco-ordinated and sporadic in nature. This was due, first of all, to the fact that their position in the educational hierarchy was not well established (Fisher, 1967, p. 81). There were differing ideas concerning exactly what a public college was and was not. Second, because of rapid growth, public colleges lacked the stability of tradition (Fisher, 1967, p. 82). Prior to 1971, Mount Royal College was the only old, established public college in Alberta that fit the definition of public college. Third, the public college was, and still is, seen as a multi--purpose institution (Fisher, 1967, p. 82). A public college normally offers a wide range of programs, geared to fit the needs of a wide range of students thereby making indistinct the actual purpose of a public

college. This created a very complex atmosphere for completing budget proposals and the actual financing of public colleges. The result was that growth of public colleges was not uniform until 1971 when the problems presented were all but cured.

After 1971 continuous growth and expansion of facilities became a reality. This change in policy for public colleges was helped greatly by the Worth Report and Master Plan Number One and their recommendations. Master Plan Number One specifically addressed itself to the problems of resource allocations and operating costs and facilities analysis and capital development. The Worth Report discussed directions for education, planning, research, and resources, and their allocation, in an effort to promote continuous development of public colleges. Both reports provided recommendations and methods for implementing the continuous growth philosophy in public colleges.

This philosophy of growth for the public colleges continued up to and beyond the end of 1981. The continuous growth policy has allowed public colleges to plan further into the future and consider, as well as physical plant considerations and needs, future enrollments of students, future needs for instructional staff and future needs in programming. The government although initially opposing the continuous growth policy, came to realize that future

planning could be engaged in from their standpoint on funding of public community colleges.

In summary, the continuous growth policy of the Government of Alberta and the public colleges of Alberta has tended to stabilize the public college system. Colleges can now, to a degree, plan effectively for the future and be relatively assured of support from the provincial government. This would hopefully relieve a measure of the stress present in the public colleges regarding budgeting and expansion of facilities and allow public colleges to immerse themselves more fully in meeting the needs of their students.

INTERVIEWS OF COLLEGE ADMINISTRATORS

This section will indicate the content in the eight conceptual areas that comprised the questionaire.

Categories of Questions

There were eight questions used, with each question being of a different type.

1. a question designed to discover if planning was used in any form within a community college;

2. a question designed to determine whether or not the period 1971 to 1981 was the most significant period in the growth and development of the college;

3. a question designed to determine approximately what the percentage increase was in the physical plant size of the college for the period 1971 to 1981;

4. a question designed to determine if student enrollment increased at the same rate as physical plant size for a particular college;

5. a question designed to determine whether or not the student-instructor ratio deteriorated during the period 1971 to 1981;

6. a question designed to determine whether or not administrative staff increased at a faster rate than instructional staff for the period 1971 to 1981 within a college;

7. a question designed to determine whether provincial allocations for capital and operating budgets increased at the same percentage rate in a given year as student enrollments increased in a given year in a college during the period 1971 to 1981;

8. a question designed to determine whether or not instructional staff were difficult to replace or whether or not instructional staff were difficult to attract to newly created positions in a college during the period 1971 to 1981.

Questions of the Questionaire

The following are the eight questions used during the interviews to which answers were sought.

1. Regarding the period 1971 to 1981, was there a conscious, deliberate kind of college planning within your college governing its expansion?

2. Was the period 1971 to 1981 the most significant period in the growth and development of your college?

3. During the period 1971 to 1981, in your opinion, what was the percentage increase in the size of your college?

4. During the period 1971 to 1981, did student enrollments increase at the same rate as physical plant size at your college?

5. During the period 1971 to 1981, did the student instructor ratio deteriorate at your college?

6. During the period 1971 to 1981, did the number of administrative staff increase at a faster rate than instructional staff at your college?

7. During the period 1971 to 1981, did provincial allocations for capital and operating budgets increase at the same percentage rate as the number of students enrolled in your college?

8. During the period 1971 to 1981, considering the hiring of instructional staff, were positions that became vacant and newly-created positions harder to fill with qualified applicants at your college?

Developing the Interview Schedule

A preliminary form of questionaire was developed by the researcher of this study. The information to be gained from the questionaire was to be used only in a very general way to further substantiate or refute the historical information concerning the period 1971 to 1981 with regard to Alberta's public community colleges. The preliminary questionaire had a total of twenty-five questions concerning history development and growth of the public community colleges of Alberta. The questions in the first preliminary questionaire will not be listed here as they were discarded early in the work of the study in favor of the eight general questions used.

The eight questions finally decided upon were general type questions requiring only a yes or no response with the option of the interviewee commenting to any extent to elaborate on the initial response. The questions were deliberately worded to be non-threatening and non-probing in nature to hopefully encourage the interviewee to comment extensively if the need were felt to do so.

In summary, the questionaire was developed to obtain very general historical, developmental and growth information to substantiate or refute the researcher's information gathered for the study concerning public community colleges of Alberta during the period 1971 to 1981. An attempt was made to keep the interviews casual and informal at all times, hence the wording of the questionaire. It is felt that the questionaire accomplished these aims.

Instructions and Explanation Accompanying the Questionaire

Early in May of 1982, contact was made with the public community colleges selected to be asked to be part of this study. At that time explanations and instructions were given regarding the questionaires to the administrative assistants of the college administrators from whom responses were desired. The explanation included the credentials of the researcher developing the study, an overall description of the study being produced, its very general objectives, the orientation of the questionaire, and whether or not

confidentiality would be maintained. The instructions included how and when the questionaire would be placed in the college administrator's hands, what was to be done with it, and how and when it was to be returned. A letter was included with each questionaire to fully explain the intent of the questions and the use the information would be put to with regard to the study. The letter would also include phrases to encourage early completion and return of the questionaire. The instructions and explanations appeared to be well received by those concerned.

Contact With College Administrators

College administrators proved to be difficult to arrange interviews with. The first four colleges chosen indicated late in June that the administrators asked to complete the questionaire would be unavailable to participate in the study and complete its questionaire. Therefore, four other colleges were chosen again to hopefully participate in the study. Eventually four public colleges of the total number of colleges operating in Alberta were contacted and approval was given to participate in the study and answer the questionaire during an interview.

Contact with the four public college administrators proved to be a positive experience. First, the questions

were answered with no reservations by the administrators except with regard to confidentiality. Second, comments, though quite limited and sketchy in nature, were given on each of the eight questions by the public college administrators.

It is hoped that the college administrators who answered the questions would de-emphasize the yes or no component of the questions and dwell at length on making comments and explaining why yes or no was given as the initial response. This was not the case. Comments were adequate and short but not given in depth on the questions.

The Extent of the Response to the Questions Presented

Reponses were received by the researcher on behalf of four individual public community colleges of the Alberta college system located in the Province of Alberta. Responses in all four interviews were positively given and no clarification of the eight questions were required.

The average length of the interview was forty-five minutes with the shortest length of time being twenty-five minutes and the longest being sixty-five minutes. The college administrators showed a complete willingness to participate once complete confidentiality was assured.

The questions asked appear to hold different levels of interest for the administrators questioned. Questions

number (1), (3), (6) and (7) appeared to hold great interest for the administrators as indicated by the length of time of response to the questions. Questions number (2), (4), (5) and (8) appeared to generate less interest among the administrators.

The interviews were conducted in the mornings except for one which was conducted in the late afternoon. The interviews took place August 23rd to 28th, 1982. The administrators in all cases appeared to favor a morning session rather than an afternoon session for answering questions.

In all cases the responses were positive, encouraging, enthusiastic and helpful to the questions asked. One senior administrator even suggested other questions that could be asked and the responses recorded. The senior administrators found it easy to relate to the questions as they were familiar with the period of time that the questions were set in, the content of the questions and the relaxed type of interview.

Treatment of the Data

The main objectives of the questionaire and interview were to substantiate or refute the researcher's information gathered elsewhere. Therefore the data or information received was not of the type in the opinion of the researcher

to place on computer punch cards or make graphs from. Instead, a table was created showing the responses to each question by the representative administrator of each college. The table can then be related to the content of this study allowing comparison of the interview information with the study information regarding history development and growth of the Alberta system of public community colleges during the period 1971 to 1981.

Results

The results of the questionaire are shown in Tables Number I to VIII on pages 48 to 55. The results are displayed as descriptive data in this study. However, even though it is not recommended, other information or data can be inferred from the results of this researcher to use the results of the questions to refute or substantiate the other information present in the study.

Table I

Responses to Question 1 By College Administrators

Of Four Public Community Colleges

Question 1: Regarding the period 1971 to 1981, was there a conscious, deliberate kind of college planning within your college governing its expansion?	College 1		College 2		College 3		College 4	
	Yes	No	Yes	No	Yes	No	Yes	No
	●		●		●		●	

Comments By Administrators By Colleges 1 to 4.		
	1	Serious Planning - Esp. Last 2 Yrs.
	2	Serious Planning - Last 2 Yrs.
	3	Last 5 Yrs. - Controlled Growth.
	4	Last 4 Yrs. - Serious Planning.

Table II

Responses to Question 2 By College Administrators

Of Four Public Community Colleges

Question 2: Was the period 1971 to 1981 the most important period in the growth and development of your college?	College 1		College 2		College 3		College 4	
	Yes	No	Yes	No	Yes	No	Yes	No
	●		●		●		●	

Comments By Administrators By Colleges 1 to 4.		
	1	Important - But Uncertain.
	2	Important - Last 2 Yrs.
	3	Definitely - Last 10 Yrs.
	4	Helped By Location of City in Province.

Table III

Responses to Question 3 By College Administrators

Of Four Public Community Colleges

Question 3:	College 1		College 2		College 3		College 4	
During the period 1971 to 1981, in your opinion, what was the percentage increase in the size of your college?	Yes	No	Yes	No	Yes	No	Yes	No
	●		●		●		●	

Comments By Administrators By Colleges 1 to 4.		
	1	5% to 6% Increase.
	2	750% to 1250% Increase.
	3	400% - Multi Campus.
	4	Approximately 200% Increase.

Table IV

Responses to Question 4 By College Administrators

Of Four Public Community Colleges

Question 4: During the period 1971 to 1981, did student enrollments increase at the same rate as physical plant size at your college?	College 1		College 2		College 3		College 4	
	Yes	No	Yes	No	Yes	No	Yes	No
		●		●	●			●

Comments By Administrators By Colleges 1 to 4.		
	1	Ran Out of Space 1976 - 1977.
	2	Fluctuating Enrollments.
	3	More Students Than Space.
	4	All Space Critical.

Table V

Responses to Question 5 By College Administrators

Of Four Public Community Colleges

Question 5: During the period 1971 to 1981, did the student instructor ratio deteriorate at your college?	College 1		College 2		College 3		College 4	
	Yes	No	Yes	No	Yes	No	Yes	No
		●		●		●	●	

Comments By Administrators By Colleges 1 to 4.		
	1	More Students - More Instructors.
	2	Fewer Students - More Instructors.
	3	New Class Sections Established.
	4	Higher Number of Hours - Larger Class.

Table VI

Responses to Question 6 By College Administrators

Of Four Public Community Colleges

Question 6: During the period 1971 to 1981, did the number of administrative staff increase at a faster rate than instructional staff at your college?	College 1		College 2		College 3		College 4	
	Yes	No	Yes	No	Yes	No	Yes	No
		●		●		●		●

Comments By Administrators By Colleges 1 to 4.		
	1	Reverse True.
	2	One Out of 10 - Administration.
	3	Reverse True.
	4	Much Lower Rate of Increase.

Table VII

Responses to Question 7 By College Administrators

Of Four Public Community Colleges

Question 7: During the period 1971 to 1981, did provincial allocations for capital and operating budgets increase at the same %* rate as the number of students enrolled in your college?	College 1		College 2		College 3		College 4	
	Yes	No	Yes	No	Yes	No	Yes	No
		●		●		●	●	

Comments By Administrators By Colleges 1 to 4.		
	1	More Money Available for both.
	2	More Money Available for both.
	3	Budgets Met and Supplemented.
	4	More Money Available for both.

*% - percentage

Table VIII

Responses to Question 8 By College Administrators

Of Four Public Community Colleges

Question 8: During the period 1971 to 1981, considering the hiring of instructional staff, were positions that became vacant and newly-created harder to fill with qualified applicants?	College 1		College 2		College 3		College 4	
	Yes	No	Yes	No	Yes	No	Yes	No
	●		●			●	●	

Comments By Administrators By Colleges 1 to 4.		
	1	Certain Areas Difficult.
	2	Always a Problem.
	3	Sufficient Qualified People.
	4	Certain Areas Difficult.

Chapter 4

MAJOR CHANGES IN CURRICULUM, ADMINISTRATION AND PHILOSOPHY AND OBJECTIVES WITHIN THE PUBLIC COMMUNITY COLLEGE SYSTEM OF ALBERTA

INTRODUCTION

Chapter 3 of this study with its corresponding sections dealt with the general history of Alberta's public community colleges, their development and growth patterns for the period 1971 to 1981. An attempt was made as well to provide a general pre-1971 history section for background to the period 1971 to 1981. In order to substantiate or refute the statements made in Chapter 3, a questionaire was constructed and administered to four current administrators in currently operating public community colleges.

The responses and significance of the responses to the questionaire are discussed fully in Chapter 3. The main point concerning the questionaire and corresponding interviews is that the questionaire and interviews substantiated the statements of Chapter 3.

In this chapter we focus on the major changes in curriculum, administration and philosophy and objectives within the public community colleges of Alberta.

MAJOR CHANGES IN CURRICULUM WITHIN THE PUBLIC COMMUNITY COLLEGES OF ALBERTA DURING THE PERIOD 1971-1981

The curriculum of Alberta's community colleges has always, and probably will always continue to be, a contentious issue between the public community colleges, the Government of Alberta and the Alberta Universities. The history, development and growth of the colleges of Alberta is documented in general terms in Chapter 3 of this study; therefore, history will not be discussed in this chapter. However, it would be beneficial to briefly discuss changes in curriculum prior to 1971 and then after 1971 to 1981.

College Curriculum up to 1971

When Mount Royal College, Alberta's first public community college, was established in 1910 in Calgary, as a United Church College, instruction commenced at high school level only (Small, 1972, p. 63). Due to the evident popularity of the new college instruction was expanded to include commercial education and music (Small, 1972, p. 63). There were no further major changes until 1931.

In 1931, a key year for college development in Alberta, a two-year college division was established (Small, 1972, p. 63). This college then became affiliated with the

University of Alberta with all of the rights, privileges, controls and disadvantages that university affiliation meant (Small, 1972, p. 63). Mount Royal College was the pioneer of the Alberta public community college system. When Mount Royal College was granted affiliation status other private, denominational colleges in Alberta applied for the same status.

Until 1931, public education at all levels was considered easily defined. That is, certain schools taught certain subjects at certain levels and there was no discernable overlap between institutions. In 1931, with affiliation status granted to Mount Royal College, institutions began to overlap in terms of objectives in curriculum.

The university affiliation issue and its effect on college curriculum remained important and explosive until 1968 (Small, 1972, p. 120). With the publication of the Worth Report and Master Plan Number One this issue was finally resolved in 1972 when new curriculum directions were suggested.

The affiliation issue, with all its problems (Small, 1972, p. 100), had a profound effect on curriculum development within the community colleges. Until 1968, virtually all decisions concerning curriculum were made by the various committees governing colleges between 1931 and 1968.

Between 1968 and 1971 the questions concerning affiliation of the public community colleges of Alberta were resolved. The newly formed Alberta Colleges Commission inherited the problem from the dissolved Universities Co-ordinating Council and its committee on junior colleges (Small, 1972, p. 128). Specifically, in 1969 the new affiliation agreement was passed, but not before yet another round of infighting by the University of Alberta to retain control of its traditional territory. The Alberta Colleges Commission was instrumental in the passing of the new affiliation agreement which had as its most important proposal:

> ... 2. That in respect of students who take their first year University Programs in a College with which a University has an affiliation agreement the University be concerned with the end product only, providing:
>
> (a) students meet the University's entrance requirements, and
> (b) students achieve a complete first year in college... (presented by Chairman at second Board Meeting held on June 10, 1968).

The new affiliation agreement of 1969 opened the door for new curriculum design policy and objectives within the public community colleges of Alberta.

College Curriculum 1971 to 1981

Colleges had been set free in 1969 from curriculum controls imposed by Alberta's universities by the passing of the Affiliation Agreement of 1969. Colleges now had to

prove they were equal to the task of providing university level course work equivalent to the first year of university as evaluated by the University of Alberta.

The first college to become involved in setting its own design, policy and objectives for curriculum was Grant McEwan College in 1970. Grant McEwan was initially set up as an experiment in community college planning that offered to a larger segment of the population a form of post-secondary education that is not necessarily university or technical institute training (Olson, 1972, p. 8). The domain of Grant McEwan Community College was, and still is, programs or courses that serve community needs. Excluded from this domain are the agricultural colleges, technical institutes, and private colleges, denominational or nondenominational.

In summary, prior to 1971 public community colleges, through no desire of their own, had rather limited curriculum offerings. Their goal, to 1971, was to offer high school programs, upgrading high school native programs, business and industrially orientated programs and first year university course work under the direction of the University of Alberta. During 1971 to 1981, due to the new affiliation agreement passed in 1969, the creation of the Alberta Colleges Commission in 1969, the creation of the Department of Advanced Education in 1971, the Worth Report, Master Plan Number One, the success of Grant McEwan Community College

and the work of dedicated educators, colleges gained control of their own curriculums and initiated significant changes. The older curriculum was retained in its entirety except for the fact that public community colleges ran and designed their own university level curriculum. New additions to curriculum included, first of all, a large battery of community oriented courses. Following the community needs theme, colleges became involved in their respective regional community by offering courses of virtually every description for all age groups that desired them.

Age was no barrier, nor was background. These courses and their curriculum could be terminal and non certificate in nature or continuous running eventually leading to a general certificate of even a degree. Second, industrially oriented and business oriented courses and their curricula were expanded and upgraded to be current in terms of information and community needs. Graduates of these courses could use their courses for credit towards diplomas or certificates in other technical institutions and colleges if desired. Generally the whole spectrum of individual and business education was modernized to fill current community and societal needs. Third, first year university credit could now be obtained by attending

public community college in the field of arts, sciences, and other professional fields such as education. The significant element here is that the public colleges were designing the curriculums in consultation with university faculties rather than being dictated to by university faculties. This again was a direct result of the new affiliation agreement of 1969. Last, the public colleges were committed as of 1971 to a direction of filling student and community needs; they now began actively selecting groups outside the college environment to assist educationally. An example of this is university upgrading courses offered to university graduate students in educational administration living near public community colleges. Colleges were apparently on the move in the Province of Alberta.

MAJOR CHANGES IN ADMINISTRATION OF THE PUBLIC COMMUNITY COLLEGES OF ALBERTA DURING THE PERIOD 1971 to 1981

INTRODUCTION

The position of senior administrators within the public community college system during the period 1971 to 1982 could be considered as being dynamic and exciting. Colleges during this period were developing and expanding at an unprecedented rate. New and varied groups of students were being accommodated in the college environment. A new type of instructor was being infused into the system and the provincial government, while financially backing the colleges, demanded results that could show that colleges were a viable part of the post-secondary education system. The times demanded commitment, sensitivity and competence from would be administrators within the college system. In attempting to fully understand the changes in administration that did occur during the period 1971 to 1981, a brief review of administrative history in the college system prior to 1971 is essential.

Administration Prior to 1971

Traditionally, non-teaching senior administrators

had long and distinguished service in education, government or religion or all three. The position of senior administrator within a college could be an established position, a newly created position, a position created even as a reward for service within a political campaign or party (Dodds, 1960, p. 60). The head of the college, who may have had varied titles such as President or Dean, is the chief executive of the colleges (Loken, 1966, p. 73). This individual was responsible to the controlling board of the college, and, if applicable to the college would also report to a convention of church delegates (Loken, 1966, p. 73). It was this individual's duty to implement and expedite the decisions of the board, to administer and direct the entire program of the college, to establish and maintain the college's relations with the community at large and the provincial government, to delegate and direct others with administration of the college and be available to all committees of the board and college (Loken, 1966, p. 73). This individual was in fact the centre of power for the college. Unfortunately, the requisites of administration were not often met by the head of a college. Under normal circumstances, the position was generally too complicated in scope for the abilities of any but exceptional administrators.

This is evidenced by the lack of co-ordination between governing boards and agencies and colleges during the period 1918 to 1971 (Small, 1972, p. 15). Descriptions of other non-teaching administrative positions are functions of the description of the position of the head of the college. It was traditionally the concern of the head of the college to delegate authority to those in administrative positions below the head of the college. It is not the function of this study to describe evidences of poor administration during the period 1910 to 1971, but to point out what characterized college administration.

The College Administration Prior to 1971

Positive characteristics included a lengthy decision making process regarding all types of decision making within the college. The overall importance of all administrative decisions at the college level was recognized by every individual involved in the college. Considerations, such as, the use of the taxpayers' money and career potential of prospective students, dictated that decisions be made carefully. At times the decision making process was

lengthy but generally decisions appeared to be made as quickly as possible (Loken, 1966, p. 79.).

Another positive characteristic was the idea of long tenure for college administrators. The head of a particular college generally stayed for many years thereby becoming very experienced in college administration. More junior administrators within the individual colleges framework also generally stayed within the colleges for extended periods. The lengthy tenure of administrators generally appeared to create stability within the college thereby allowing others within the college to work and teach in relative security.

A third positive characteristic of administration prior to 1971 was the use of a similar organizational chart for every public college (Loken, 1966, p. 77). This allowed administrators of any public college to know what the administrative structure of any other college was. Though sometimes regarded as a small point, this allowed for the formation of an informal administration and information system between colleges that in many ways speeded up the process of the distribution of ideas between colleges.

The purpose of this study is served by only mentioning three important characteristics of administrators and administrations of colleges prior to 1971. Further information on characteristics of administrations could be found in studies by G. Loken published in 1966 and J. M. Small published in 1972.

In summary, an examination of senior non-teaching administrators in public colleges and college administrations revealed several positive and negative characteristics during the period 1910 to 1971. One important characteristic is the direction of the flow of power. Power generally flowed from the top of the college administration, the board, through the non-teaching administrators to the lower levels of staff, instructors and students (Loken, 1966, p. 78). One could devote much space to describe every characteristic of pre 1971 college administrators, but they would eventually all relate back to the aspect of flow of power, which ultimately relates to the flow of communication. The University of Alberta encouraged this attitude with its stand on affiliation of community colleges up until 1969. In 1969, the "end product" affiliation proposal number two was stopped. When one considers the effect and all pervading influence of a "from the top down" college administration approach, the other negative factors present prior to 1971 in public college administration shrink to relative unimportance. In summary, the positive and negative characteristics of college administrators and administrations carried on in a relatively unchanged state until 1971. The period 1971 to 1981 was a period of tremendous changes for college administrations.

Administration 1971 to 1981

The arrival of the year 1971 brought many significant changes to the Alberta community college system in Alberta. Factors that initiated change within the entire Alberta system are described generally in the preceding chapter of this study. The field of college administration experienced monumental changes in the Alberta college system.

The scope of this section will be to document change in the sector of non-teaching administration within the public community colleges of Alberta. Once again, it is felt that it would serve no purpose to describe every incidence of positive or negative change within administration in the Alberta colleges. It is felt that it would be more valuable to describe the factor of change that caused all the smaller negative and positive reactions within the system.

In relating major changes in administration in the Alberta public community college system one first has to consider the lack of growth of administrative personnel within the colleges, contrary to predictions the number of non-teaching administrative staff has not grown at more than a negligible rate between the years 1971 to 1981. This is based on comparisons of lists of non-teaching administration staff

between the years 1971 and 1981. There was apparently only a three percent increase in the total number of non-teaching administration staff for all the colleges between 1971 and 1981. This fact is further substantiated by the results of the questionaire described in the previous chapter. However, there has apparently been a large increase in staff assistants and the use of computerization as an aid in college administration between the years 1971 to 1981. Contrary to expectations, such as those in the 1965 report by Dr. Andrew Stewart, Special Studies on Junior Colleges, the number of administrators stayed relatively stationery during the period 1971 to 1981. There may be many reasons why this occurred and could be the subject of a subsequent study concerning colleges in Alberta.

Second, the orientation of all colleges towards community service and community involvement had changed the complexion of administrators during the period 1971 to 1981. College administrators had to change their philosophy of administration during the period 1971 to 1981 due to the pressure of community involvement. No longer could the head of a college remain invisible and inaccessible to all but the board governing the college and other administrators. This was the situation prior to 1971 (Loken, 1966, p. 78). During 1971 to 1981, all non-teaching administrators had to be

committed to being visible and dealing on many levels with other individuals within the college system.

Third, the new orientation of public community colleges required a new orientation for administrators in terms of communication between college administrators. Previously, communication was from the top down only within college administration (Loken, 1966, p. 78). During the period 1971 to 1981 communication not only had to flow in many directions but the flow of power had to be multi--directional as well. This new philosophy of administration followed proposals outlined in the Worth Report and Master Plan Number One.

Last, and perhaps most important, the senior administrators of public colleges found it necessary to adopt a systems approach to the administration of a public college. This approach was characterized by the interdependence of one college and another, the interdependence of colleges with the rest of the Alberta college system and the interdependence between government and the colleges.

The idea of interdependence is not new, having been suggested by Litwak and Hylton in 1967 (p. 402) when discussing the activities of many volunteer social welfare agencies. Prior to 1971, public colleges functioned literally as islands in the education system. Communication between institutions

was virtually non-existent, competition for students between institutions was high and college staffs barely acknowledged the existence of other colleges. The only exception was on the playing field during matches involving teams but even this sort of interaction between colleges was shallow. Colleges during the period 1971 to 1981 appear to have recognized the need for interdependence. The benefits of interdependence are many for the college, such as, a measure of protection from direct political interference or action, to a fairly certain level of financial support and protection from the more violent forms of inter-college competition for students, courses and funding (Barnard, 1941, p. 56).

MAJOR CHANGES IN PHILOSOPHY AND OBJECTIVES OF THE PUBLIC COMMUNITY COLLEGES OF ALBERTA DURING THE PERIOD 1971 to 1981

INTRODUCTION

The final section of this Chapter will deal with the two subjects; objectives and philosophy with regard to the public community colleges of Alberta. In particular, this section will denote changes in objectives and philosophy from an educational service standpoint during the period 1971 to 1981. This is perhaps the most important section of this study, in fact what all other chapters and sections have been leading towards, in that it deals with educational objectives and philosophies with regard to Alberta's public community college system.

In this section it has been decided not to provide a discussion on educational objectives and philosophy within the public community colleges for the period prior to 1971. Educational philosophy and educational objectives have already been referred to in Chapter four of this study in relation to the period 1910 to 1971.

The period 1971 to 1981 has already been discussed as an important, if not the most important, period in terms of history, development and growth for the Alberta public

community colleges. In terms of educational objectives and educational philosophy, the period 1971 to 1981 was also important.

CHANGES IN EDUCATIONAL OBJECTIVES AND EDUCATIONAL PHILOSOPHY DURING THE PERIOD 1971 to 1981

The joining of the terms educational objectives and educational philosophy first appears in the Worth Report:

> ... therefore, educational planning must take lifelong learning as a basic assumption. Through the process of recurrent education, learning must become a chosen way of life and not merely occupy a specific period of a lifetime... (1972, p. 38).

The philosophy stated is one of "lifelong learning" whereas the objective stated is that of "recurrent education". Educators and government leaders appear to have always acknowledged the philosophy of life long learning. The Worth Report was the first writing to actually state this philosophy. Master Plan Number One also combines educational objectives or goals with educational philosophy:

> ... man is free to expand his rational powers and is capable of infinite perfectability through experience and education. He is predisposed to act within a framework of mutually acceptable laws in order to achieve goals (or objectives) which he cannot attain above...(1971, p. 20).

The Worth Report refers generally to all education in the Province of Alberta while Master Plan Number One refers specifically to public community colleges in Alberta. These passages, in fact both complete documents, caused a complete change and expansion in educational objectives and educational philosophy with the college system of Alberta.

The historical changes in government and post-secondary education in Alberta are documented in Chapter Four with regard to public community colleges. These changes combined with the effect the Worth Report and Master Plan Number One caused a joining of educational objectives and educational philosophy by mandate within the public community colleges of Alberta. The overall, all-pervading educational philosophy of the public community colleges in Alberta has been to acknowledge and value the principle of life long learning to be available to all. This philosophy also holds true today.

This prime educational objective joins with the prime educational philosophy to provide, for Albertans, a formidable educational opportunity, unique in Canada. This was the foremost change in educational objectives and educational philosophy with regard to the public community colleges of Alberta during the period 1971 to 1981.

The magnitude of this combination and the acknowledgement and support of it by public colleges, the

the public and government causes all other individual changes in educational objectives and educational philosophy to shrink by comparison. The public colleges are in fact mandated by the government to embrace this prime educational objective--philosophy totally and allow it to influence all sectors of the public college.

Chapter 5

PHOTOGRAPHIC PLATES SHOWING PHYSICAL PLANT GROWTH OF RED DEER COLLEGE DURING THE PERIOD 1971 to 1981 AND CONCLUSIONGS AND OBSERVATIONS

INTRODUCTION

Red Deer College had experienced, according to recent information gathered in research and interviews, a two hundred percent increase in physical plant area during the period 1971 to 1981. This section of this chapter will be concerned with supplying visual evidence of this expansion. Red Deer College has been selected as an example of a typical expanding public community college in Alberta.

DESCRIPTION OF PHOTOGRAPHIC PLATES

There are six photographic plates used in this Chapter. They are described below.

Plate 1. Title page only denoting photographic plates concern Red Deer College.

Plate 2. An aerial photograph of Red Deer College dated approximately 1971. This photograph has been altered to show where expansion occurred during the period 1971 to 1981. The white blocks show generally the approximate size of the expansion and a specific photographic plate number which relates to the photographic plates following the aerial photograph.

Plate 3. A photograph of the Kevin Sirois Gym completed in 1972. The gym is located behind the new construction in the photograph. The arrow denotes the Kevin Sirois Gym.

Plate 4. A close up photograph of the two story academic subject wing and library completed in 1978.

Plate 5. A photograph of the new student residences begun in 1981, to be completed in 1982.

Plate 6. A photograph of the new technical--vocational educational wing begun in 1981, to be completed in 1983.

SIX PHOTOGRAPHIC PLATES

RED DEER COLLEGE

Plate No. 1

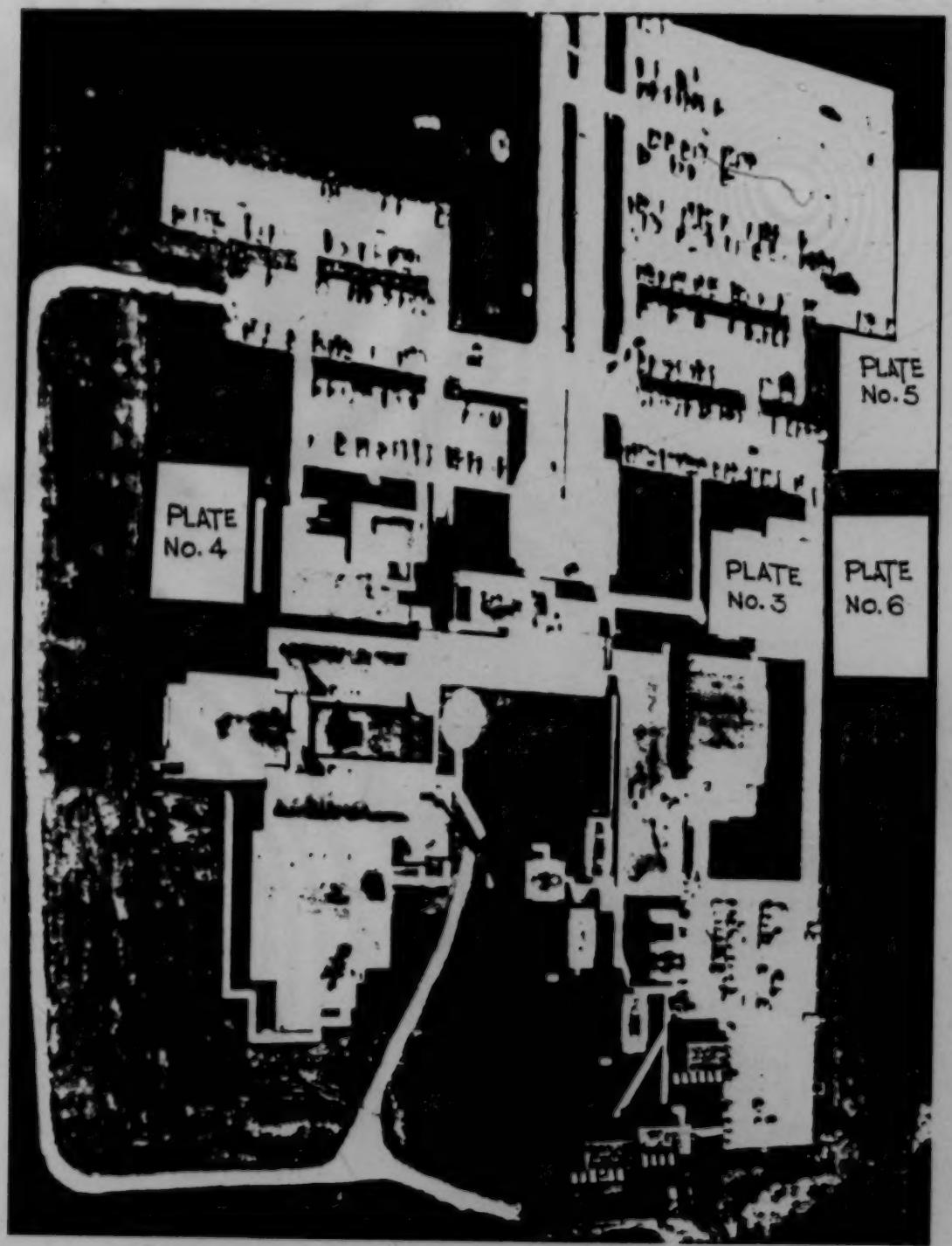

Plate No: 2 - Aerial Photograph Red Deer College 1971

Plate No: 3 - The Kevin Sirois Gym Completed in 1972

Plate No: 4 - Two Story Academic Subject Wing and Library
Completed 1978

Plate No: 5 - New, Incomplete Student Residences to be Completed in 1982

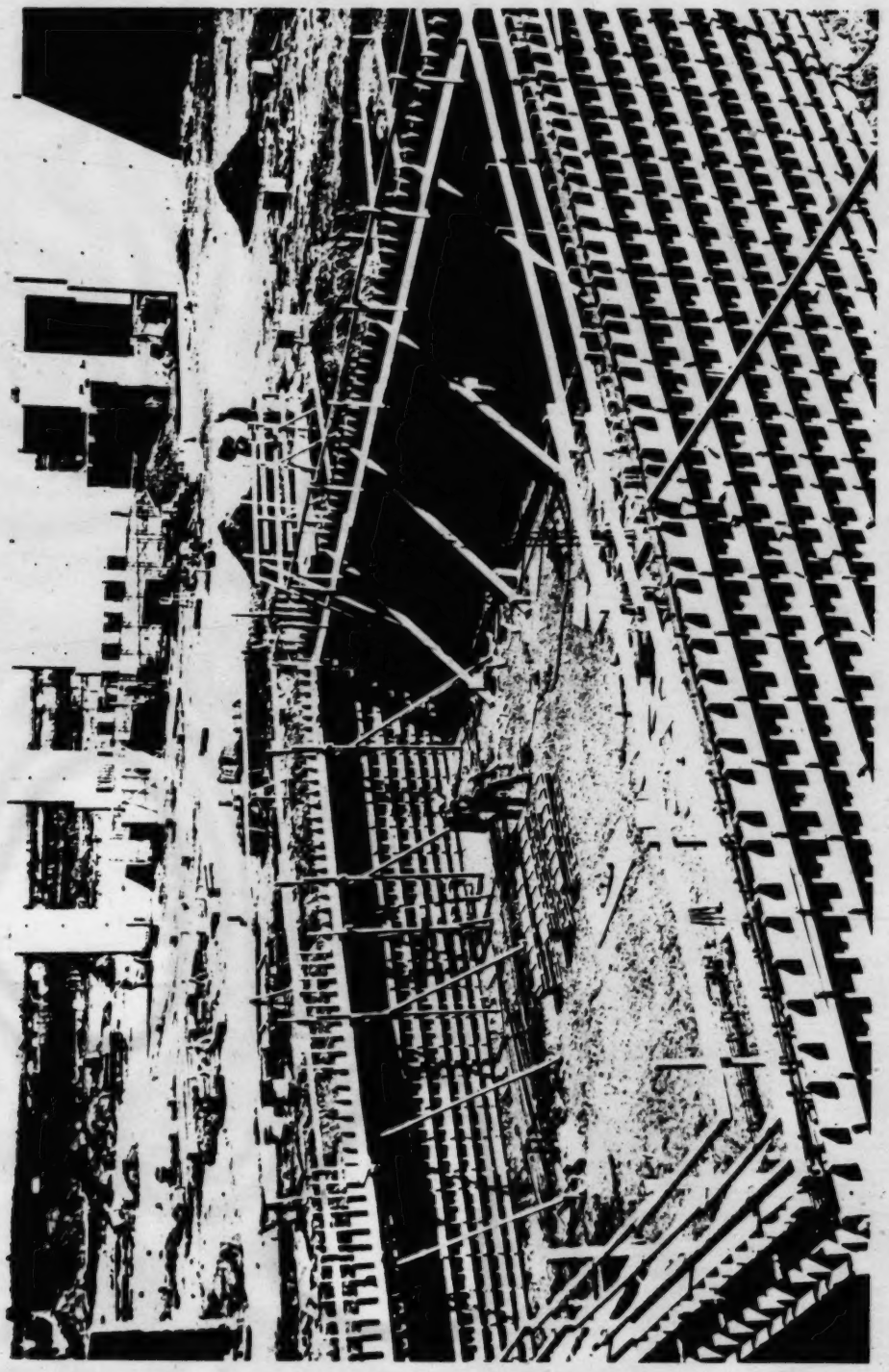

Plate No: 6 - New Technical-vocational Wing to be Completed in 1983

CONCLUSIONS AND OBSERVATIONS

During the period 1910 to 1971 several historically important factors relating to community college development were characterized. First of all, even in 1910, a decentralization trend was noted (Loken, 1966, p. 42). Even at that time, with the University of Alberta in its infancy, other educators were interested in filling student needs and increasing student options. Second, enrollments steadily climbed in colleges from 1910 to 1971, sometimes outstripping university enrollments when considered porportionally (Loken, 1966, p. 49.). In short, colleges and their offerings have always been enthusiastically embraced by students of every type. Third, colleges have always been characterized by their ability to quickly adapt to the educational needs of a community which has positively affected their growth and development. An effect of this kind of thinking in the college has been the offering of more general education courses, such as self improvement and awareness courses, than any other type of educational institution in Alberta, with the exception of the Alberta universities (Tingley, 1970, p. 112.). Fourth, the various governments in power in Alberta from 1910 to 1971 have always supported alternative educational institutions in the form of grants

and budget assistance and philosophical guidance according to the Calendar of 1910 Mount Royal College. (p. 12.). Other factors exist that figure prominently in the development of Alberta's community colleges but those four appear through many private and government writings between 1910 and 1971.

The purpose of this chapter of this study has been to present in a general way the highlights of the history of Alberta's community colleges. Much has been left out and many would take issue with why this or that point or element of history was not dealt with. Perhaps, justification for any omission is that this thesis is only the beginning. Hopefully, others will want to expand upon what the researcher has written here.

The eight questions and their responses and comments appear to largely substantiate the information collected and presented in the chapter of the study concerning history, development and growth of the Alberta public community college system. The questionaire also showed that college administrators, when approached properly, were inclined to discuss their institutions.

Briefly, the questionaire showed that the period 1971 to 1981, long range planning of a conscious deliberate type was engaged in at all the colleges questioned, that the period was a significant, if not the most significant period of

development and growth for public community colleges, that all colleges questioned indicated that physical plant had expanded for the period, that there were more instructors hired to keep student instructor ratios low, that the administrative staff did not grow appreciably during the period, that government was receptive to making capital and operating money available during the period and it was generally difficult to find and hire instructors during the period.

Even though the questionaire evolved through several stages of development from twenty-five questions initially to eight questions finally, the questionaire and the means of obtaining answers for the questions on it were meaningful. The information received appeared to be honestly given by individuals who were experienced and knowledgeable in the field of public community colleges. When individually asked whether they felt the questionaire was valid all answered positively.

In expanding the results of the questionaire to encompass the entire public community college system in Alberta, the researcher of this study feels that caution must be exercised. First of all, only those questions that were answered completely in the affirmative or the negative by all four colleges can be readily accepted as relating to the entire Alberta public college system. Those questions

that have both negative and positive elements may not be completely applicable to the entire system. However, research in the community colleges field indicates that the results of the questionaire can be evaluated as described in the preceding paragraphs.

The building growth of Red Deer College has not been regular during the period 1971 to 1981. During this period there were times of virtually no physical plant growth contrasted by times of rapid physical plant growth.

In conversations with administrators at Red Deer College, it was discovered that expansion was not tied to increases in student enrollments. Rather, building expansion appeared to occur after increases were noted in student population.

Physical plant growth did occur when the following took place.

1. College board members and administrators were able to justify to government the need for expanded facilities.
2. The other public community colleges in Alberta were not expanding at exactly the same time.
3. Land was available for expansion of physcial plant.
4. Input from college personnel was forthcoming if an expansion program was approved.

5. There was a strong community interest in expansion of the college.

In the introduction to this chapter, it was stated that expansion of total physical plant had been in the order of two hundred percent during the period 1971 to 1981 at Red Deer College. Including all expansion, complete and incomplete, as of 1981 the figure appears to be accurate.

The photographs included in this chapter accomplish their objective. That is showing with the most current photographs available the expansion of Red Deer College during the period 1971 to 1981.

In concluding, similar types of expansion occurred at virtually every other public community college in Alberta during this period. This again shows that, as stated in previous chapters, the period 1971 to 1981 was a dynamic growth period for public community colleges.

The period 1971 to 1981 was, according to the literature and college administrators, the most significant development period in the history of public community colleges in Alberta. The period was particularly important for administration and administrators of ccmmunity colleges. First of all, numbers of administrative staff within the colleges did not increase as numbers of students, instructors, and physical plants did. Second, administrators and staff had to become visible parts of the community college system.

Third, the flow of communication had to change. Finally, administrators of colleges had to adopt a systems approach to college administration called interdependence.

There were certainly many other developments concerning administrators and administration with the Alberta public community college system. It is felt, however that the above few were the most important developments that may have caused most of the other less important developments in administration.

In summary, all other changes that relate to educational objectives and educational philosophy with regard to the public community colleges during the period 1971 to 1981 can be traced back to this prime educational objective--philosophy. An example of this is the committment by public colleges to keep college courses that train for a particular career future oriented so that they do not go out of date. This relates back to both passages quoted earlier in this section.

Education objectives and educational philosophy continued to be the combined concern and domain of the public community colleges through to the end of 1981. All subsequent changes in educational objectives and educational philosophy can be traced back to the prime educational objectives--philosophy. The research completed for the

production of this study led the researcher through many of the areas of the history, development and growth of the Alberta public community colleges. Often the researcher was greeted with the reaction of surprise by college administrators, ex-administrators and instructors when the subject of the study was introduced to them. This surprise usually changed to deep interest when a discussion of the study's theme began. This was due to the fact that, in reality, very little has actually been done in research of the public community colleges of Alberta.

Alberta is probably the most fortunate province in Canada to have a college system that evidently functions so well. This is all the more amazing when one considers the lack of actual long range planning and actual co-ordination that was done in the development of the system. It is thought that no one could have predicted the development that would result from those modest beginnings in 1910.

The period of time 1971 to 1981 was chosen as the time frame for the study because it was already suspected that more startling developments occurred than have in any other time frame. This has been confirmed by this study.

The time period 1971 to 1981 was also most important historically, in terms of growth and of change in college curriculum, administration and educational objectives and

educational philosophy. This also has been confirmed by this study.

What does the future hold for Alberta's colleges? If the period 1971 to 1981 is any indication of trends in growth alone, the future will see the colleges of Alberta encompassing more educational areas and expanding even further.

In the opinion of the researcher, the multi-campus idea, with all its advantages and disadvantages, appears to be a major factor in the future of colleges in Alberta.

One final observation that may come about is that the community colleges of Alberta may in time, become the one educational institution of the province. That is, there is a possibility that the lifelong learning theme may eventually override all other educational institutions. In that respect all formerly separate institutions of learning would simply become various branches of one large institution. There is already the beginning of program overlap between all educational institutions in Alberta.

In conclusion, Alberta, through design or accident has created a workable, dynamic and stimulating public community college system. The system as of 1982 appears to be at a sort of crossroads as described in the introduction of this study. It is in the hands of the Province of Alberta, the administrators and instructors within the Alberta public

community college system, the students, the colleges and finally the people of Alberta as to which direction the system will move.

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